GOVERNMENT OF ONTARIO

A GUIDE TO EMERGENCY PLANNING AND OPERATIONS BY MUNICIPALITIES

(PROVISIONAL)

MINISTRY OF THE SOLICITOR GENERAL

MINISTRY OF MUNICIPAL AFFAIRS AND HOUSING

JANUARY 1984 TORONTO, ONTARIO

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FOREWORD

The Province of Ontario is subject to the full range of emergencies faced by any large, diverse and highly-developed community.

It is the duty of the Municipal, Provincial and Federal governments individually and collectively to be prepared to act against these emergencies in peace and war to protect the lives, safety and property of the citizens of Ontario.

While responsibility and authority for dealing with emergencies belong and in most cases will remain with municipalities, depending on the scale and duration of an emergency their capability can and will be supplemented as required from Provincial, Federal and other sources and their plans should accommodate this factor.

Plans to be comprehensive should also allow for the incorporation of the competence, capacity and public spirit of the private sector of society.

Planning and operations will seldom be fully successful without the intimate and visible involvement of political and civic leadership.

The human and material resources necessary to provide for the security of the citizens of Ontario against emergencies are available in and to the Province: systematic, thorough and universal preparation will assure their timely and effective use when sudden dangers threaten.

This Guide is offered to assist you. We commend it to your attention. It is designated provisional in the expectation of your comment and suggestion for its improvement.

Minister of
Municipal Affairs
and Housing

Solicitor General
Chairman, Cabinet Committee
on Emergency Planning

A GUIDE TO EMERGENCY PLANNING

AND OPERATIONS BY MUNICIPALITIES

AMENDMENTS

AMENDMENTS			ENTERED	
Number	Section	Date	By	Date

LIST AND EXPLANATION OF ACRONYMS AND ABBREVIATIONS

Acronym/Abbreviation	Explanation
JEPP	An acronym for Joint Emergency Planning Programme. See Section 1 for a description of this programme.
MCG	Municipal Control Group. See Sections 8-12.
EPC	Emergency Planning Canada, the Federal government agency responsible for coordinating emergency arrangements between Federal departments and between the Federal government and the provinces. See Section 1.
SOPs	Standing Operating Procedures, routine drills that are performed frequently by Operations staffs during a period of operations. See Section 9.
CANUTEC	A facility, operated on a 7 day a week 24 hour a day basis by the Federal government, for the purpose of providing information on the properties and effects of dangerous goods that could become involved in transportation incidents.
TEAP	Transportation Emergency Assistance Plan, a plan operated by the Canadian Chemical Producers Association as a means of providing expert information to emergency services on the dangerous goods that could become involved in transportation incidents.
Opscentre	Operations Centre, a location having adequate space and good communications for the purpose of, controlling emergency operations. Where preceded by the words Municipal, Regional or Provincial it gives an indication of the level of authority and control.

Infocentre	Information Centre, sited in close proximity to an Opscentre and having adequate space and communications for the purpose of gathering and collecting official information and disseminating it to the public and the media. When preceded by the words Municipal, Regional or Provincial, gives an indication of the level of authority.
OPP	Ontario Provincial Police
MTC	Ministry of Transportation and Communications
MNR	Ministry of Natural Resources
MOE	Ministry of the Environment
MOH	Ministry of Health
COMSOC	Ministry of Community and Social Services
MSG	Ministry of the Solicitor General

SECTION 1

INTRODUCTION

AIM AND SCOPE

1.1 The aim of this Guide is to assist the municipalities of Ontario in their emergency planning, preparations and operations.

1.2 The scope is purposefully comprehensive, comprising all types of emergencies in peace and war, best regarded as a spectrum of possibilities ranging from a municipal situation of some duration requiring a controlled and coordinated response by a number of agencies to nuclear attack on North America. Such emergencies are distinct from the daily situations faced by such agencies as police forces, fire brigades and hospitals.

1.3 While the context of emergency planning and operations includes prevention and recovery, this Guide does not deal with preventative measures or restoration operations.

EXISTING PLANNING

1.4 Considerable planning at the three levels of government has continued over the years, resulting in a body of plans larger than is sometimes recognized, of a quality and currency ranging from immediately appropriate to applicable only with considerable revision.

1.5 The use of existing plans and material is encouraged, even when it is obviously out of date and in need of revision. Revision, however, is best applied in advance and preferably should be of a continuous nature.

RESOURCES

1.6 Many emergency planners in Ontario are blessed with the problem of identifying and cataloguing abundant, increasing and widely-distributed resources rather than facing a scarcity. These resources are obtainable from both the public and private sectors and can be located by planners who are alert, imaginative and persistent and who assume, until shown otherwise, the positive civic spirit of those with whom they deal.

1.7 Computer assistance is widely useful and available in this regard and should be exploited provided input can be kept current.

1.8 Mutual aid, concern and consultation can be a key to improving efficiency in this vital area and must be exercised and encouraged by all concerned.

FINANCIAL ASSISTANCE

1.9 JEPP, an acronym for the Joint Emergency Planning Programme operated by the Federal government, is a possible source of funding assistance for emergency preparedness projects. Funds will normally be provided on a 50/50 cost sharing basis for projects that meet specific criteria laid down by the Federal government. Information about this programme and its benefits can be obtained from the office of the Coordinator, Emergency Planning for Ontario. See address at Paragraph 1.11 below.

REFERENCES

1.10 This Guide replaces "A Guide to Effective Planning for Peacetime Emergencies" dated August 1971, which was published by the Department of Justice, Public Safety Division, Emergency Measures Branch.

1.11 As good planning is a continuous rather than a spasmodic process, this Guide is provisional and subject to modification. Specific written suggestions from users for its improvement will be welcomed by:

Coordinator
Emergency Planning for Ontario
Ministry of the Solicitor General
1st Floor, 25 Grosvenor Street
Toronto, Ontario
M7A 1Y6

(Telephone (416) 965-6932)

1.12 The Emergency Plans Act 1983, given Royal Assent and brought into force on June 9, 1983 is the legal authority for the formulation and implementation of municipal emergency plans.

1.13 Lead Ministries shown in Paragraph 3.3 below have considerable material available related to their designated areas of responsibility. Specific requirements should be discussed with ministry regional representatives, who should be included in the early planning process.

MAPS

1.14 Planning and operations will be facilitated by using National Topographic System maps on the scale of 1:50,000 or Province of Ontario maps on scales of 1:2,000 1:10,000 or 1:20,000. Both types of maps employ a common grid based on the Universal Transverse Mercator system.

1.15 Indexes and maps are available from:

Public Service Centre
Ministry of Natural Resources
Room 1640, Whitney Block
Queens Park
Toronto, Ontario
M7A 1W3

SECTION 2

RESPONSIBILITY AND AUTHORITY

2.1 Responsibility and authority for responding to emergencies is shared by the Federal, Provincial and Municipal governments.

2.2 Where Municipal government exists, the primary responsibility and authority for response to emergencies lies with it. In most cases that primacy will apply throughout, with the Province playing a supporting role as required, including the coordination of support from Federal and other sources.

2.3 In some exceptional circumstances the Province may assume overall control and at the upper end of the scale the Government of Canada, though even in these cases, local control will remain as far as possible with municipalities.

2.4 As the initial response will be made in most cases by municipal police or fire emergency services, municipal planners should stress this aspect.

2.5 Municipalities may wish to formalize their arrangements for meeting emergencies by by-law.

2.6 Responsibility may be extended in formal and informal agreements and arrangements between adjoining jurisdictions for mutual aid and assistance.

2.7 The more serious the emergency, the more success in meeting it will depend upon an informed and involved public, reacting calmly, actively and rationally. Municipal governments would be wise to build up and take advantage of the sense of responsibility, volunteer spirit, broad capabilities and diverse resources of the private sector, and especially volunteer services and agencies such as the Red Cross, St. John Ambulance, Salvation Army, Canadian Legion, etc.

SECTION 3

THE PROVINCIAL SYSTEM

CONCEPT

3.1 The concept of the Government of Ontario in relation to the management of emergencies reflects the decentralized nature of the Province in the conduct of its affairs. Where municipal government exists, it is seen as having the responsibility and authority for contingency planning, preparedness and actions within its capabilities and boundaries. Agreement and provisions for mutual aid among neighbouring municipalities can produce a flexible system of strengthened capabilities and response. Only toward the upper level of the scale of emergencies may it become necessary to superimpose the responsibility and authority of the Province or indeed of the Government of Canada on those of the municipalities.

STATUTORY AUTHORITY

3.2 By virtue of the Emergency Plans Act 1983, the Premier may declare that an emergency exists throughout Ontario or in any part thereof and may take such action and make such orders as he considers necessary and are not contrary to law to implement the emergency plans formulated under the Act and to protect property and the health, safety and welfare of the inhabitants of the emergency area. Where such declaration is made and the emergency area or any part thereof is within the jurisdiction of a municipality, the Premier may, where he considers it necessary, direct and control the administration, facilities and equipment of the municipality to ensure the provision of necessary services. Moreover, the exercise by the municipality of its powers and duties in the emergency area, whether under an emergency plan or otherwise, is likewise subject to the direction and control of the Premier.

CABINET RESPONSIBILITIES

3.3 The Cabinet has the predominant role in emergency planning and response arrangements. The Cabinet Committee on Emergency Planning, with the Solicitor General as Chairman, is the primary advisory and executive agency of the Cabinet. It monitors and reviews planning and preparedness and provides the conjunction of provincial responsibilities and staff in operations.

LEAD MINISTRY RESPONSIBILITIES

3.4 Where the Premier of Ontario has made a declaration of emergency under the statutory authority outlined at Paragraph 3.2 above, it is possible he would designate a Minister of the Crown to exercise these powers. This could be the Solicitor General who is the Minister responsible for administering the Emergency Plans Act, 1983 and also is Chairman of the Cabinet Committee on Emergency Planning, or a selection could be made from among those Ministers listed below who have special responsibilities for formulating emergency plans and/or providing necessary services during an emergency, as the case may be, under authority of the Act itself or by order of the Lieutenant Governor in Council, as follows:

Minister	Special Responsibilities
Energy	Energy supply matters
Environment	Spills of chemicals, oil, or other contaminants or toxic agents; gas or oil pipeline breaks
Health	Epidemic
Municipal Affairs	Funding and coordination of extraordinary Provincial expenditures on emergencies
Natural Resources	Flood Forest Fire
Solicitor General	Major air crash Snow emergency Other peacetime emergencies War emergency

3.5 In few if any emergencies will one ministry be fully responsible throughout. A designated lead ministry, therefore, is primarily responsible for the coordination of all agencies collaterally involved in planning for or coping with emergencies in its particular area or areas of competence. More than one lead ministry may be designated in operations developing multiple aspects of comparable complexity, in which case the Cabinet may direct special coordinating arrangements.

3.6 Inter-ministry planning and operating relationships will be established and maintained at every level of dispersed ministry representation.

COORDINATION

3.7 The Emergency Plans Act, 1983 also makes provision for appointment of an Emergency Planning Coordinator who, under the direction of the Solicitor General, shall be responsible for monitoring, coordinating and assisting in the formulation and implementation of emergency plans, including an emergency plan respecting emergencies arising in connection with nuclear facilities, and for ensuring that all such plans are coordinated insofar as possible with emergency plans of municipalities and the Government of Canada and its agencies.

3.8 The Lead Ministry Coordinating Committee under the chairmanship of the Emergency Planning Coordinator is the senior staff agency of the Cabinet Committee, controlling inter-ministry joint planning and operations. As with the Cabinet Committee its composition may vary from time to time.

3.9 The Coordinator's full mandate, subject to pending Cabinet approval, is to:

(a) be Chairman of the Lead Ministry Coordinating Committee;

(b) be responsible for and perform the tasks and duties set forth in the Province of Ontario Nuclear Contingency Off-site Plan;

(c) act as Staff Officer to the Solicitor General as Chairman of the Cabinet Committee on Emergency Planning, and be responsible for the general coordination of planning for those categories of emergency assigned to the Solicitor General;

(d) be responsible for monitoring other Provincial emergency planning;

(e) be responsible for facilitating interministry/agency coordination in planning and operations;

(f) be responsible for liaison with and assistance to Federal, provincial, municipal and private sector contributors to meeting emergencies in Ontario, with a view to achieving appropriate compatibility and effectiveness;

(g) be responsible for effective communications in operations; and

(h) maintain a listing of all Municipal, Provincial and Federal disaster/contingency plans available.

CONTROL ARRANGEMENTS

3.10 The Province will establish and activate, as required, a parallel chain of Operation Centres (Opscentres) and Information Centres (Infocentres) to ensure the flow of operational and public information in a timely and coordinated fashion (See Annex A). Thus, in a time of emergency, there would come into operation a Provincial Opscentre and Infocentre in Toronto; perhaps a Regional Opscentre/Infocentre, for example in Northern Ontario, and, depending upon whether the emergency is within the capability and jurisdiction of a municipality or not, a Municipal Control Group (MCG) or some other form of local Opscentre and Infocentre would have to be established.

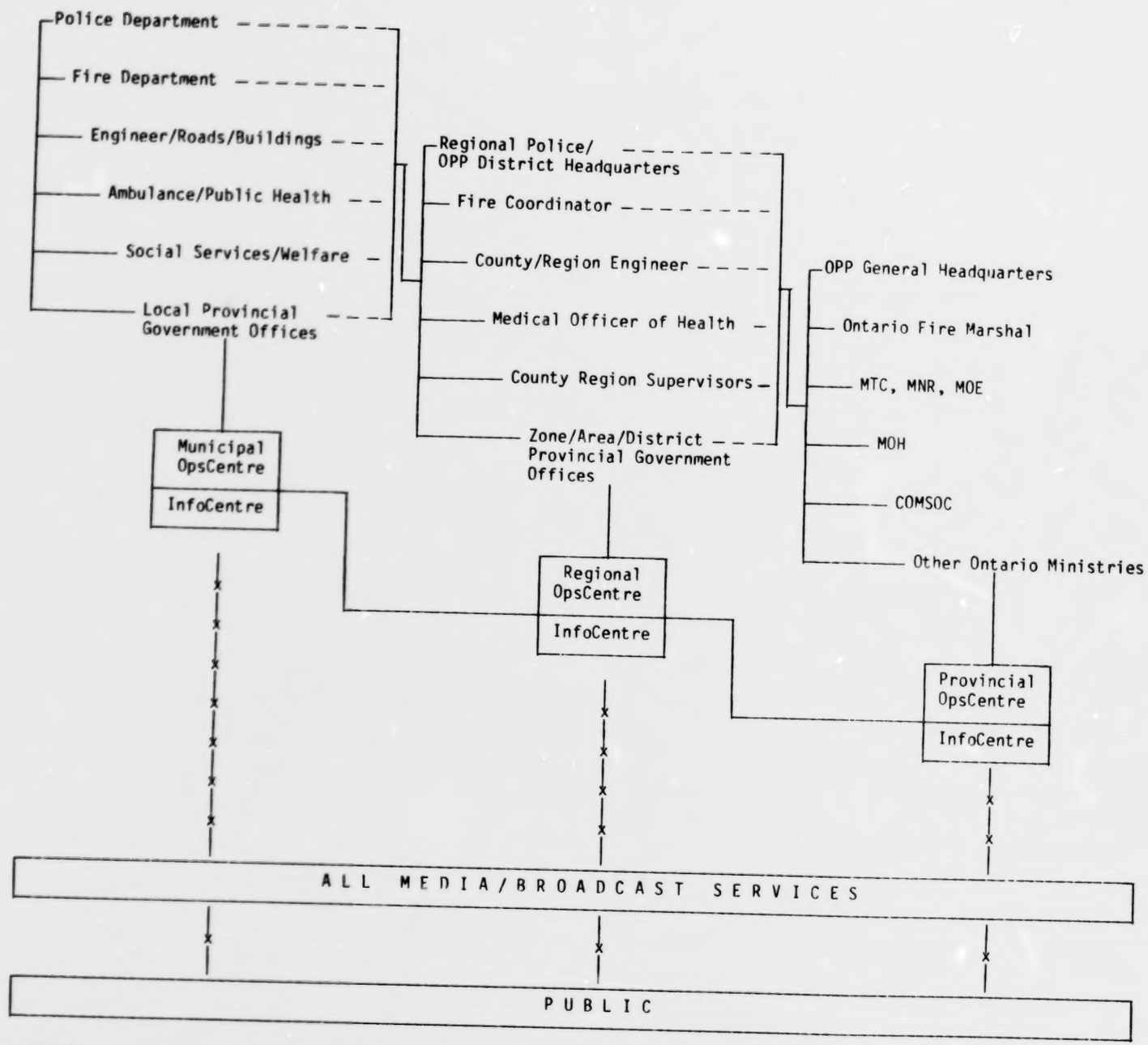
3.11 It may well be that the first operational involvement of ministry officials will be at a MCG as they are activated and this representation may continue, augmented or reduced, for the duration.

3.12 Early recognition and timely warning of a developing emergency are key ingredients of a successful provincial response. It is essential that not only the Ontario Provincial Police but every representative of every ministry sees and makes himself an active agent of this part of the system, passing without delay any indication of emergencies, real or apprehended, vertically to his superior in the ministry chain of authority, and horizontally to his nearest colleagues from other ministries.

3.13 The Provincial system is based on the premise of action by designated agencies in areas of Provincial jurisdic-

tion, and support to municipalities in theirs. In the latter, working with or on the advice of municipal officials, the Province will mobilize, assemble, deploy and sustain the resources considered necessary to deal with an emergency as it exists and as it may grow. Human resources will include technical and administrative personnel and, if required and requested by heads of council, senior personnel prepared to assume control, jointly or individually.

3.14 Municipal access to the Provincial system in planning is best achieved through liaison with the regional representatives of ministries or through the Coordinator Emergency Planning; and in an emergency through the facilities and procedures of the Ontario Provincial Police.



LEGEND: _____ denotes primary channels of communication, control and authority
– – – – – denotes secondary channels of communication for liaison and coordination
- x - x - denotes public broadcast media for issuing warning, advisory messages

SECTION 4

MUNICIPAL SYSTEMS

GENERAL

4.1 Municipal systems will serve as the backbone of emergency response arrangements in Ontario. The extent to which a municipality has prepared itself will determine, in most situations, the nature and thrust of emergency response efforts from all across the Province.

4.2 While each municipality has its own characteristics, concerns and priorities and these will clearly influence its system for handling emergencies, municipal systems throughout Ontario comprising basically similar elements will obviously facilitate mutual aid, support from upper tiers of Municipal government, Provincial support and efficient common action.

4.3 While certain categories of contingency demand special arrangements, the municipal system itself should be as widely applicable as possible in its essentials across the full spectrum of emergencies.

4.4 The system will be strengthened if it incorporates, emphasizes and supports the control responsibilities and authority of the head of council. Council may wish to specify its arrangements for emergencies in a by-law (See Annex B).

A COUNTY ROLE

4.5 A County is neither empowered to declare an emergency nor to direct the activities of local municipalities in an emergency. However, these limitations should not be interpreted to mean a County does not have an important role to play, particularly in wide-spread emergencies affecting more than one municipality.

4.6 A properly constituted County Emergency Plan should take into account the need for three separate provisions, which are:

a. arrangements for the controlled application of County resources to an emergency confronting one or more municipalities;

b. identify resource needs that cannot be met locally and, on behalf of local municipalities, make arrangements for and coordinate the provision of resources from Provincial and Federal sources, and

c. upon request or by prior arrangement with local municipalities assume overall control of emergency operations, particularly in widespread or serious emergencies.

4.7 A county and its local municipalities may coordinate their emergency planning and response arrangements under the provisions of Sections 3(3) and 13(3) of the Emergency Plans Act, 1983. Acting within these provisions and by collaborating from the outset, the plans of local municipalities can be made complementary to a global County Emergency Plan. Joint planning and a cooperative approach to emergency preparedness at all municipal levels should simplify arrangements and result in greater effectiveness at less cost.

ANNEX B TO
SECTION 4

MUNICIPAL SYSTEMS

SPECIMEN BY-LAW

BY-LAW NUMBER _____

A by-law formulating a plan for protecting property and the health, safety and welfare of the inhabitants in an emergency area.

WHEREAS, the Province of Ontario has passed an Act which provides for the Formulation and Implementation of Emergency Plans (Short title - The Emergency Plans Act, 1983) by the Council of a Municipality;

AND WHEREAS, this Act makes provision for Head of Council to declare that an emergency exists in the municipality or in any part thereof and also provides Head of Council with authority to take such action or deliver such orders as he considers necessary and are not contrary to law to implement the emergency plan of a municipality;

AND WHEREAS, the Act authorizes employees of a municipality to take action under the emergency plans where an emergency exists but has not yet been declared to exist;

NOW THEREFORE, the Council of the Corporation of (_____) enacts as follows:

1. That the Emergency Plan attached hereto as Schedule "A" of this By-law is hereby adopted;

2. That Head of Council or designated alternate as provided in the plan is empowered to declare an emergency;

3. That certain appointed officials or their designated alternates as provided in the schedule A plan are empowered to cause an emergency alert to be issued to members of the Municipal Control Group and to take action under the emergency plans where an emergency exists but has not yet been declared to exist; and

4. That annually, the Municipal Control Group will cause the emergency plan to be reviewed and to make such changes to its appendices as are considered appropriate while referring all other changes to Council for further review and approval.

Read a first, second and third time and finally passed this _____ day of _____, ____.

_____
Head of Council

_____
Clerk

(Corporate Seal)

SECTION 5

MUNICIPAL SYSTEMS

ORGANIZATION

GENERAL

5.1 Municipalities may find that the best organization to meet emergencies differs as little as possible from the normal because people and procedures adapt most readily to the least change. As a system to meet emergency responsibilities evolves, it may indicate changes to the normal which could produce a greater degree of compatibility between the two.

5.2 The individuality of municipal governments in Ontario will reflect in their organizations. Nevertheless, a considerable degree of commonality among municipalities is desirable, and can be achieved to facilitate mutual aid and assistance. In addition the advantages of decentralization will accrue to municipalities if appropriate responsibility and authority are delegated to all their incorporated departments and agencies.

COUNCIL AND HEAD OF COUNCIL

5.3 It is the prerogative of council to decide its own role in emergencies; nevertheless, there is no question that the more active a part it plays in both planning and directing operations, the greater are the chances of success.

5.4 A committee of council may be the chief advisory body to council by directing and monitoring planning; and providing the conjunction between the council and its staff. However, in the course of responding to an emergency, neither council as a whole nor a committee of council, should seek to play a role in directing operations.

MUNICIPAL EMERGENCY COORDINATOR

5.5 If a municipal emergency coordinator is appointed his terms off refrence should be explicit; his relationship with council and all agencies involved clear and direct; his responsibilities capable of fulfillment. Above all he and his role should not be permitted to become isolated from the other agents, functions or

ethos of the municipality and its government. An alternative to a specific appointee might be a member of council, a chief administrative officer, a director of planning or some other senior official acting in a dual capacity.

EMERGENCY PLANNING AND OPERATIONS COMMITTEE

5.6 To conduct joint planning and to provide the upper echelon of the staff in operations there may be an emergency planning and operations committee, consisting of senior representatives of municipal departments and agencies. Appropriate representatives of Federal, Provincial and private sector departments, ministries, agencies and organizations located in or adjacent to the municipality and able or liable to become involved may be invited to participate as members, associates or advisers of this committee. It is important that this committee or its equivalent be active and energetic.

5.7 The responsibilities of the individual elements represented on the emergency planning and operations committee may be decided upon by the committee and confirmed by council. Each element will require a designated senior planner, who may well be its representative on the committee e.g., the Chief of the Fire Department, etc.

5.8 The principle of joint planning and operations may be extended to the lowest levels. Working groups comprising specialists from several fields may be a permanent or temporary requirement in solving most problems encountered, and, if accepted as the norm, will save time, effort and complications.

DELEGATION OF RESPONSIBILITY AND AUTHORITY

5.9 A clear and detailed delegation of responsibility and authority for planning and operations not only among associated municipalities but among officials is a most important element of organization which councils may wish to establish early.

SPECIALIST ADVICE

5.10 Municipalities may require specialist advice and assistance in planning and in operations. Provincial ministries and the local private sector should be looked upon as the first source of such assistance.

EMERGENCY OPERATIONS CENTRES/INFORMATION CENTRES

5.11 To control operations of any duration it will be advisable to establish Opscentres/Infocentres as required.

5.12 The basic purpose of Opscentres/Infocentres is to provide for:

(a) the timely collection and collation of operational information and its dissemination to responsible officials;

(b) timely and appropriate decision making based upon the best available information and advice;

(c) the guaranteed passage of direction to all agencies involved;

(d) the mobilization, assembly, deployment, use and sustainment of resources;

(e) the transmission of full, accurate, consistent and authoritative information and practical advice and direction to the public without interference in the exercise of operational control.

5.13 The on-site command post will initially consist of the senior officials at the scene of an incident, probably police, fire and ambulance, who usually have mobile communications equipment with them. The municipal plan may make provision for the rapid augmentation of this command post with personnel, equipment and stores to permit its full-time operation.

5.14 As soon as the incident is identified as an emergency, real or apprehended, an Opscentre may be opened, removed from the site, from which the Municipal Control Group can mobilize, assemble, deploy and sustain support to those in charge at the scene; receive, consider and disseminate information; make decisions; and promulgate direction. As the situation deteriorates and an increased weight of authority is indicated, more senior officials take charge, probably including the head of council.

5.15 Depending on the character of the municipality, the scale and duration of the emergency, and the complexity of resources required, additional supporting municipal operations may be required.

5.16 If appropriate and warranted, a Provincial Opscentre described in Paragraph 3.10 above could be opened, perhaps simultaneously, to arrange and coordinate the provision of Provincial support and assistance. (See Annex A for a schematic diagram of this system).

5.17 Participating as appropriate in the deliberations of a Municipal Control Group could be Provincial, Federal and private sector representation mentioned in Paragraphs 3.13, 5.6 and 5.10 above.

FIELD ELEMENTS

5.18 The final elements of organization are all the field elements, public and private, included in the plan, each of which should have its own plan to be initiated on warning being received.

SECTION 6

MUNICIPAL SYSTEMS

PRELIMINARY PLANNING: SCENARIOS AND ANALYSES

PRIORITIES

6.1 Despite the fact that the system adopted should as far as possible, cater to the whole spectrum of emergencies, some categories of emergency will require special measures. Furthermore individual municipalities are more directly threatened by certain categories of emergency than others, which will govern their priorities and to a considerable extent, their preparations.

6.2 As a preliminary step in their planning, municipalities should consider their priorities and the nature of emergencies they can expect. Spills of dangerous goods from railway or highway accidents; floods or forest fires; industrial, including nuclear accidents; and major air crashes are among the possibilities which can be graded to a large extent by local experience and local apprehensions.

SCENARIOS

6.3 Having listed the possibilities of greatest concern, it is most useful to construct a hypothetical scenario or model for each category. Here the nature of a major emergency, its likely effects and consequences, its impact on the municipality and its resources and its demands for response can be forecast and used as a guide and measure for planning.

6.4 Scenarios are most useful if carefully balanced. A working balance will be achieved only by the application of disciplined imagination and thoroughly reliable information to the local situation as it exists to produce serious but realistic cases.

6.5 It may well be that specialist assistance will have to be called in to provide the necessary reliable information. Provincial lead ministries can certainly assist in this respect and a considerable body of experience, much of it Provincial and current, is reflected in written material which can be procured

from a variety of services including those mentioned in Section 1.

6.6 A limited group of thoroughly considered, rational, realistic scenarios will give clear indications of how to proceed with planning, what the common elements of response are, and what special arrangements and resources may be required.

6.7 Once a body of the more urgent scenarios has been built up and planning has developed around them, it can be expanded to include emergencies throughout the spectrum to provide a guide to less urgent preparations against these existing but less likely threats.

6.8 Good scenario-building, like planning itself, cannot eliminate the shock of emergency situations but will reduce in those responsible the most dangerous concomitants of shock: panic, paralysis, prostration.

ANALYSES

6.9 In order to begin planning for the municipal response in general and/or for each separate scenario, it will be of great assistance to make a systematic analysis of each situation envisaged.

6.10 Such an analysis might consist of five parts:

(a) the possible situation or scenario;

(b) the aim of the municipality vis a vis the scenario;

(c) the factors involved, their effects and deductions from their consideration;

(d) the courses or options open; and

(e) the option chosen, in the form of an outline plan.

6.11 Scenario

(a) This part of the analysis may begin with the scenario already constructed, broken down into its various elements and their effects.

(b) Next may be listed all the resources applicable from municipal and extra-municipal sources, perhaps categorized by availability.

(c) Finally, there may be a mention of any geographical or meteorological variables which might be significant: snow cover; winter road conditions; spring flooding; prevailing winds; etc.

6.12 Aim.

(a) The aim is perhaps the most important part of the analysis and not the easiest to state clearly, concisely and unequivocally.

(b) In the general plan it might simply be: "To provide for the safety, security and protection of citizens and their property in emergencies."

(c) In specialized plans, involving technical factors, the aim may necessarily have to include priorities, stages and varying tempos of action.

(d) Depending on the resources of the municipality and the nature of the emergency, limitations may have to be stated, e.g. "...initially, until Provincial assistance arrives."

(e) The aim should govern each plan, planners and planning; it may therefore, be an early matter for decision or approval at the level of Council.

6.13 Factors, deductions, conclusions.

(a) Factors are the circumstances, facts of influences which can contribute to the desired result summarized in the aim.

(b) This part of the analysis can best be started by listing all such factors, first randomly, then in priority of importance.

(c) As the factors are applied to the scenario in whole or in part, deductions will be drawn and from these, conclusions can be reached.

(d) As the conclusions are listed they can be matched against active resources to result in an assessment of tasks to be performed.

6.14 Courses or options open.

(a) As the dispassionate consideration of factors leads to deductions and conclusions, so will the same kind of consideration of conclusions usually

lead to multiple courses or options of action, often equally feasible.

(b) To permit planning to proceed, the best possible option must be assembled, decided upon and chosen as the basis of the outline plan to be followed and developed.

(c) In the interests of operational flexibility, it is wise not to completely discard the optional courses not selected; if an actual situation develops in an unexpected way, the plan chosen may well have to be modified and the options of the analysis may prove helpful in accomplishing this quickly.

6.15 Outline plan.

(a) As the analysis is a form of preliminary planning, with details to be added subsequently, its product - the outline plan - is of such importance that the analysis may be the business of more senior planners to start with or the subject of their approval on completion.

(b) The outline plan is just that: a framework sturdy enough to provide a clear picture of the final structure and its feasibility without going into detail.

(c) Outline plans may have other practical utility, e.g., as guides to the development of means and methods of recognizing, identifying and warning of emergencies actual or apprehended.

SECTION 7

MUNICIPAL SYSTEMS

RECOGNITION, IDENTIFICATION AND WARNING

7.1 Essential not only to the initial response but to the development of an appropriate ultimate response is the recognition of what is or may become an emergency; its identification in geographical, technical, social and other pertinent senses; and the transmission of recognition and identification information in the form of warning to all concerned.

7.2 The populated part of the Province is permanently under observation. Obvious anomalies are usually reported promptly, most often to the police, whose excellent communications, particularly in the case of the Ontario Provincial Police, and standing operating procedures, make possible the dissemination of rapid vertical and primary lateral warnings.

7.3 In this inital stage what may be overlooked is subsequent or secondary warnings, i.e., the vertical and lateral passage of information to officials and agencies not involved in the initial immediate action. Depending on the direction of council, it should be made clear to whom, through whom and under what conditions police, fire and ambulance officials for example pass information of incidents containing the possibilities of emergency at the earliest opportunity. For example, knowledge of much higher than normal depths of snow in primary watershed areas that may presage spring flooding should be reported by conservation authorities to public works officials and through them to Council and all other emergency response agencies.

7.4 As soon as it becomes clear that an emergency as opposed to a routine incident has occurred or may develop, the process of vertical and lateral warning should be accelerated without delay. The Ontario Provincial Police can be counted on to report early to the Provincial level. What must become automatic is the warning by municipal officials of their regional opposite numbers in Provincial ministries and any other representatives with whom they deal on matters in their own fields. (A well-organized planning process should make these contacts familiar as well as obvious.) These latter must then, on the information available, take action within their own competence and report

vertically to their superiors with their assessments of the situation. Only in this way will parallel streams of assessed information reach centres of authority quickly, to trigger Provincial and other action coordinated from the beginning.

7.5 The difficulties of maintaining current lists of responsible appointments and personnel and actually making contact should be recognized and dealt with efficiently as essential to the warning procedures.

7.6 Every citizen and particularly every official can contribute to the process of recognition, identification and warning. Every means available should be employed to foster responsibility throughout the municipality in this respect.

SECTION 8

MUNICIPAL SYSTEMS

THE PLANNING PROCESS

GENERAL

8.1 The purpose of plans, planning and preparation is to facilitate operations.

8.2 It is in the nature of emergencies that they present a sudden state of danger. Planning can reduce the unexpectedness of emergencies but not the abruptness of their appearance.

8.3 Whatever the state of planning, emergencies must be met as they occur. It is important, therefore, that plans include active recognition of the need for immediate operational reaction. A general provisional plan outlining the threat, organization, capabilities, aim, concept of operations, responsibilities and administrative factors may therefore be the first result of planning, to be followed by increasingly comprehensive, detailed and particular plans in due course.

8.4 Planning is a process without conclusion, plans a product never fully completed. Prior to implementation plans should be subject to continuous methodical revision, reflecting the impact of change in their total context. This revision can only be completed when the actual nature of an emergency is revealed as it occurs and plans are translated on implementation into action.

8.5 Planning must above all be practical. The need for realism in hypothetical scenarios has been discussed in Section 6. But as hypotheses and actualities seldom completely coincide, it is essential to good planning that the element of flexibility be given its due: if it is plans will provide a springboard into action; if it is not they may become an impediment.

8.6 Plans should accommodate resources as they exist. Planning should identify shortcomings in the resource base, compensate for them in the short term and initiate their longer-term correction.

8.7 Effective planning may best be accomplished if, in particular, Heads of Council and Councils find it possible to direct, supervise and inspire "planning" in consonance with their responsibility and duty to direct, supervise and inspire "operations" in accordance with the Emergency Plans Act, 1983.

8.8 Planning is unlikely to begin or proceed without the impetus of Council. Council may:

(a) order planning;

(b) state the aim, purpose, scope and priorities of planning;

(c) assign responsibility for the coordination and progress of planning;

(d) approve plans and major amendments;

(e) satisfy itself periodically with the state of plans and planning;

(f) familiarize the public with the need for planning;

(g) explain the role of the citizen individually and collectively;

(h) emphasize the public reassurance that good plans represent;

(i) individually and by familiarity, be prepared at short notice to act in the absence of the Head of Council by assuming active control and translating plans into operational action.

8.9 The committee of Council may:

(a) direct and supervise planning to further the intentions of Council;

(b) assist in the formulation and revision of those intentions by information, advice and recommendation;

(c) issue and review the terms of reference of municipal departments and agencies;

(d) maintain a close familiarity with the state of planning and an accessible working relationship with the emergency planning and operations committee;

(e) encourage and control private sector participation in the planning process;

(f) consider its own direct representation on the emergency planning and operations committee;

(g) play a liaison role in extra-municipal planning.

MUNICIPAL EMERGENCY COORDINATOR

8.10 Whether or not a full-time municipal emergency coordinator is appointed, a coordinating role in the planning function will exist which should be fulfilled. The role might comprise:

(a) detailed advice to Council;

(b) membership in an advisory capacity on the committee of Council;

(c) chairmanship of the emergency planning and operations committee;

(d) advice to municipal departments and agencies;

(e) liaison with extra-municipal planning agencies and agents;

(f) consolidation, preparation for approval, promulgation and amendment of plans;

(g) monitoring of plans and preparations;

(h) preparation of Opscentres/Infocentres.

EMERGENCY PLANNING AND OPERATIONS COMMITTEE

8.11 The emergency planning and operations committee should:

(a) provide the focal point and forum for discussion at which the functional concerns and plans of all designated departments and agencies are made jointly compatible;

(b) formulate all elements of plans to the point where they can be consolidated and prepared for approval by the emergency coordinator or his designated equivalent;

(c) conduct a running review of all factors affecting plans, planning and their amendment;

(d) make recommendations to the committee of Council.

DEPARTMENTS AND AGENCIES

8.12 As scenarios are constructed and studied and the functional nature of the required response becomes clear, it will be possible to identify specific elements of response and assign responsibility for them. In most cases responsibilities will fit the normal roles of departments and agencies: ambulance, engineering, fire, health, police, Red Cross, St. John Ambulance, transportation, etc.

8.13 In some cases, responsibilities may not be directly comparable and will have to be assigned or arranged by council or the emergency planning committee: e.g. evacuation might be coordinated by welfare services or the local branch of the Canadian Red Cross Society; communications by the telephone company; public information by the radio station, etc.

8.14 Where a function appears which is of a purely emergency nature a special arrangement may be instituted. An individual might be charged with mobilizing and organizing manpower for large-scale search and rescue operations; another with assuring food and other supplies if normal distribution is disrupted; another with the provision of skilled and unskilled labour.

8.15 Where foreseen functions cannot be met, even initially, by municipal capability there should be no hesitation in requesting the assistance of the nearest Provincial representatives. This is also the area for mutual aid arrangements with neighbouring municipalities.

8.16 Where responsibilities are accepted by private sector and extra-municipal agencies and individuals, their commitments should be definite and assured under emergency conditions.

8.17 There are few if any functions in emergencies which involve a solitary department or agency. Functional planning will therefore be on a committee basis,

chaired by the responsible department, agency or individual. Departmental and agency representatives may serve on several functional planning committees and this commonality will in itself provide a degree of coordination. Competing demands for resources may as far as possible be resolved between functional planning committees, to reduce the workload of the emergency planning and operations committee.

PLANS - FORMAT AND PRODUCTION

8.18 Plans may be written in various formats, but will usually include, as a minimum, the constituent parts outlined hereunder in Paragraphs 8.19 to 8.32.

COVER PAGE (See specimen at Annex C)

8.19 On a separate page in bold, capital letters should be printed:

(a) title of the plan;

(b) its effective date; and a

(c) cross-reference to the enabling by-law.

TABLE OF CONTENTS (See specimen at Annex C, Page i)

8.20 For ease of reference, a Table of Contents should appear on a separate page. It should be written in columnar format using block letters to identify each separate category of information.

FOREWORD (See specimen at Annex C, Page ii)

8.21 A Foreword should include short explanatory statements to:

(a) describe why an emergency plan was formulated and under which authority;

(b) identify those who should read and be familiar with its contents; and

(c) outline the need for frequent review of and continual updating of the arrangements and procedures set out in the plan.

8.22 The Foreword should be written on a single page and should be signed and dated by the Head of Council. Paragraphs should not be numbered nor a regular page number be assigned.

INTRODUCTION (See specimen at Annex C, Page 1)

8.23 Beginning with the first introductory paragraph, paragraphs should be numbered consecutively from beginning to end of the plan. Main headings are not numbered.

8.24 Separate introductory paragraphs should be written to:

(a) define emergencies, making a clear distinction between emergency response and other routine operations carried out by municipal agencies on a daily basis;

(b) describe the statutory authority which governs the formulation and implementation of emergency plans and to list those extraordinary provisions and arrangements which serve as the basis for emergency planning; and

(c) describe the general emergency responsibilities of municipal departments and agencies.

AIM

8.25 A short, precise statement to outline the principal objectives of the emergency plan. See Paragraph 6.12 above and Annex C, Paragraph 5 for further guidance.

MUNICIPAL CONTROL GROUP

8.26 Section 5 above provides general guidance on the formation of a group of senior officials who should be assigned overall responsibility for directing and controlling municipal operations in an emergency. Municipal Control Group (MCG) is an appropriate title for this group; other titles that express the primary group function are just as appropriate. Depending on the circumstances, it may also be desirable to form a Support Group from other public and private officials whose advice and assistance may be called upon from time to time.

8.27 Basic details to be written into any plan under this heading are;

(a) the composition of the group(s);

(b) its function(s) and operating authority(s), and the

(c) procedures for alerting and assembling the group(s) in an emergency.

MUNICIPAL CONTROL GROUP OPERATIONS

8.28 These paragraphs should outline how the MCG will operate once it has been assembled and brought into session at a pre-determined site known as the Opscentre. It will be necessary to include sufficient detail to describe how the group should interrelate in terms of reaching decisions and determining courses of action and how it is to function and communicate in order to direct and coordinate the overall emergency response effort.

RESPONSIBILITIES

8.29 The list of MCG responsibilities outlined at Annex C, Paragraph 16 are drawn from the Emergency Plans Act, 1983 and from practical experience in terms of "hard decisions that might have to be made and firm directions that might have to be issued." Care should be taken to state duties and responsibilities in fairly broad terms because no one can forecast precisely what situations will arise in an emergency.

8.30 Individual responsibilities of each member of the MCG are no less important than those of the MCG as a whole. One member should be made responsible for organizing and supervising the Opscentre itself. During an operation, this will include making sure both primary and alternate systems of communication are working, gathering and displaying information, record keeping and internal administration. Before an operation, it means making plans in advance to ensure the Opscentre has all of the power, lighting, communications, manpower, space and equipment that will be needed on a 24 hour basis during a period of operations.

8.31 The division of responsibilities among MCG members suggested at Annex C, Paragraphs 15 to 22 are just that, a suggestion. It is important however to ensure that all responsibilities assigned can, in fact, be carried out, and that plans are in place to ensure alternates exist for each MCG member.

8.32 The details of how responsibilities are to be accomplished are best described in separate department/ agency plans. Preparation of such plans are a

responsibility of the MCG member concerned and could be attached as an annex to the Municipal Emergency Plan. This would facilitate the job of coordinating planning details and help to ensure that plans are widely known and understood.

IMPLEMENTATION

8.33 The final stage of the planning process will be the translation of plans into operations at the onset of an emergency. Sometimes the emergency will arrive full-blown; sometimes initiating incidents will develop into emergencies; the general plan and applicable particular plans may therefore be implemented in whole, in part or sequentially, modified to suit the actual situation.

8.34 The first change will be in the situation, which will be actual not hypothetical. As the situation will govern reaction, its nature should be made clear to all concerned at any given moment. Emergency situations are fluid and special arrangements for surveillance, assessment and the collection, collation and dissemination of current information will be required.

8.35 The predicted aim is unlikely to change but may become more closely related to the actual emergency.

8.36 The details of execution are subject to change with the development of the situation.

8.37 The details of control are unlikely to change, though as extra-municipal support is extended relationships may modify.

8.38 Immediate changes to apply the plan will probably be verbal and decided upon by the MCG at the Opscentre. It is important, however, that they be recorded and promulgated to all concerned as soon as possible in the form of orders or amendments to the preconceived plan.

SPECIMEN COVER PAGE
(See paragraph 8.19)

ANNEX C TO
SECTION 8

MUNICIPALITY OF (_____)

EMERGENCY PLAN

_____
(date)

Schedule A to
By-law No._____

MUNICIPALITY OF .....

EMERGENCY PLAN

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MUNICIPALITY OF ( )

EMERGENCY PLAN

FOREWORD

(See paragraphs 8.22 - 8.23)

This plan has been formulated to assign responsibilities and to guide the immediate actions of key officials in the first few critical hours after the onset of an emergency.

For this plan to be effective, it is essential that all concerned be made aware of its provisions and that every official and department be prepared to carry out their assigned functions and responsibilities in an emergency.

Regular exercises will be staged to ensure the arrangements embodied in this plan are kept current and that all are kept familiar with its provisions. Department heads should likewise review and keep up to date their own procedures and arrangements for responding to emergencies.

_____
(date)

_____
(signature)
Head of Council

MUNICIPALITY OF .....

EMERGENCY PLAN

(See paragraphs 8.19 to 8.32)

INTRODUCTION

1. Emergencies are defined as situations or the threat of impending situations abnormally affecting property and the health, safety and welfare of a community, which by their nature or magnitude require a controlled and coordinated response by all agencies. These are distinct from routine operations carried out by municipal agencies, e.g. firefighting, police, or works departments, etc.

2. Legislation entitled "An Act to provide for the Formulation and Implementation of Emergency Plans", short title "The Emergency Plans Act", is the primary authority enabling passage of the by-law formulating this emergency plan which will govern the provision of necessary services during an emergency. This plan also prescribes procedures under and the manner in which municipal employees and other persons will respond to an emergency. Important measures enabled under the legislation and which form part of this plan are:

   (a) expenditure of monies associated with the formulation and implementation of the emergency plan;

   (b) authorization for municipal employees to take appropriate action before formal declaration of an emergency;

   (c) specify procedures to be taken for safety and/or evacuation of persons in an emergency area;

   (d) designate other members of council who may exercise powers and perform the duties of the Head of Council under the emergency plan during the absence of the Head of Council or upon his inability to act;

   (e) establish committees and designate employees to be responsible for reviewing the emergency plan, training employees in their function and implementing the emergency plan during an emergency;

(f) obtaining and distributing materials, equipment and supplies during an emergency; and

(g) such other matters as are considered necessary or advisable for the implementation of the emergency plan during an emergency.

AIM

3. The aim of this plan is to make provision for the extraordinary arrangements and measures that may have to be taken to safeguard property and the health, safety and welfare of the inhabitants of the Municipality of ..... when faced with an emergency.

MUNICIPAL CONTROL GROUP

4. Composition Emergency operations will be directed and controlled by the elected and appointed officials listed hereunder who will assemble for this purpose at an Operations Centre. This group will be known as the Municipal Control Group (MCG) and will be composed of:

(a) Head of Council or alternate;

(b) Senior administrative official or alternate;

(c) Police Chief or alternate;

(d) Fire Chief or alternate;

(e) Senior engineer; public works official or alternate;

(f) Health official or alternate and;

(g) Social Services official or alternate

(This List is not all inclusive, but rather representative . List members by actual appointments, not names.)

5. Support Group If required, a "support group" may be formed from members of public and private agencies having specialist knowledge and advice to give. This group drawn from organizations listed hereunder, may be called upon individually or be asked to deliberate and make recommendations collectively.

(a) public or private utilities (gas, electrical, telephone, etc.);

(b) provincial ministries;

(c) industry representatives such as chemical manufacturers;

(d) school boards;

(e) transportation companies;

(f) suppliers;

(g) caterers;

(h) ambulance operators;

(i) etc.

(List agencies and/or firms by company name and appointment of the individual expected to participate.)

6. Authority The Emergency Plans Act, 1983 states a "Head of Council may declare that an emergency exists in the municipality or in any part thereof and may take such action and make such orders as he considers necessary and are not contrary to the law to implement the emergency plan of the municipality and to protect the property and the health, safety and welfare of the inhabitants of the emergency area". Accordingly, it is clear that the principal function of the MCG, and the Support Group if assembled, is to assist the Head of Council in making and placing in effect any decisions and orders that are made to control and mitigate the effects of an emergency.

7. Implementation and Procedures Emergencies could arise with or without warning; this plan takes into account and is intended to deal with the worst case, a situation that develops without warning.

8. An emergency will usually be reported or discovered by either police or fire services who would, in any event, be among the first to be called to the scene of a potential emergency. A senior member of the police or fire department or possibly some other member of the Municipal Control Group should personally assume control at the site of an emergency or arrange for an on-site coordinator to take charge immediately and then, depending upon the situation, he may make a decision to alert and assemble the MCG in accordance with the procedure as outlined in detail at Appendix 1.

MUNICIPAL CONTROL GROUP OPERATIONS

9. Upon assembling, the Head of Council with the advice of other members of the MCG, may make a decision to declare an emergency and invoke the provisions of this emergency plan.

10. General The role of the MCG probably can best be accomplished by round table assessment of events as they occur and by agreeing a course of action to overcome specific problem areas or situations. Normally, an agreed course of action will be implemented by municipal departments functioning primarily within their own spheres. However, from time to time, it may become necessary for the MCG to adopt and implement a joint plan of action which could involve two or more departments operating in unison. In this latter situation, it would be necessary for the MCG to determine which department will have the greater commitment and to appoint an on-site coordinator accordingly. Thereafter, until emergency operations conclude and in consonance with MCG directions, other departments will act in support of whichever department is exercising on-site coordination of operations.

11. Communications and Coordination An important function of every department is to provide timely information for the benefit of the MCG decision-making process. This will necessitate reliable systems of communication between the emergency site and the MCG Opscentre, for every department involved. Radio communications are least susceptible to damage or interruption in times of emergency. However, if telephones are to provide this vital medium of communication, the opscentre must have a multiplicity of lines and instruments. Additionally, the opscentre must be sufficiently large to accommodate both information gathering and display activities and provide room for the MCG to function.

12. Once decisions have been taken by the MCG, it is essential they be quickly and accurately passed to every response agency and, where necessary, to the public. This vital function will normally fall to the senior administrative officer (or other appointee) who will act as Operations Officer and be responsible for coordinating the activities of the operations centre and for ensuring good communication between all agencies involved in emergency operations.

RESPONSIBILITIES

13. Municipal Control Group Some or all of the following actions/decisions may have to be considered and dealt with by the MCG:

(a) declaring an "emergency to exist";

(b) designating any area in the municipality as an "emergency area";

(c) "authorizig expenditures" of funds for implementing the emergency plan;

(d) "evacuating" those buildings or sections within an emergency area which are themselves considered to be dangerous or in which the occupants are considered to be in danger from some other source;

(e) "dispersing people" not directly connected with the operations who by their presence are considered to be in danger or whose presence hinders in any way the efficient functioning of emergency operations;

(f) "discontinuing utilities" or services provided by public or private concerns without reference to any consumers in the municipality, or when continuation of such utilities or services constitutes a hazard to public safety within an emergency area;

(g) "arranging for accommodation and welfare", on a temporary basis, of any residents who are in need of assistance due to displacement as a result of the emergency;

(h) "calling in and employment of any municipal personnel and equipment" which is required in the emergency;

(i) "arranging assistance" from senior levels of government and of other personnel and equipment of volunteer and other agencies not under municipal control as may be required by the emergency;

(j) "establishing an information centre" for issuance of accurate releases to the news media and for issuance of authoritative instructions to the general public;

(k) "establishing a reporting and inquiry centre" to handle individual requests for information concerning any aspect of the emergency.

14. Head of Council. Head of Council or alternate will perform the following responsibilities:

(a) chair meetings of the MCG;

(b) declare an emergency to exist;

(c) ensure the Solicitor General of Ontario has been notified of the declaration of an emergency;

(d) make decisions, determine priorities and issue operational direction through the operations officer and the heads of municipal departments;

(e) request assistance from senior levels of government, when required;

(f) approve news releases and public announcements; and

(g) terminate the emergency at the appropriate time and ensure all concerned have been notified.

15. Senior Administrative Official. The senior administrative official will perform the duties and responsibilities of an "operations officer", as such he will:

(a) organize and supervise the Operations Centre and, in particular, make arrangements for obtaining and displaying up-to-date information at all times;

(b) arrange and coordinate telecommunications systems;

(c) advise the Head of Council on Administrative matters; and

(d) be responsible for media arrangements and assist in the preparation and issue of press and public announcements.

16. Senior Police Official. Upon learning of a potential emergency, the senior police official or alternate should consider the possible need for activation of the emergency plan, and, if warranted, he should trigger the alert system outlined at Appendix 1. Thereupon he would report to the Opscentre to sit as a

member of the MCG and to perform the following additional functions and responsibilities:

(a) provide the Head of Council with information and advice on law enforcement matters;

(b) if appropriate, appoint an "on-site coordinator" to control operations at the scene of an emergency;

(c) seal off the area of concern;

(d) control and, if necessary, disperse crowds within the "emergency area";

(e) control the movement of emergency vehicles to and from the site of the emergency;

(f) coordinate police operations with other municipal departments and arrange for additional supplies and equipment when needed, i.e., barriers and flashers, etc;

(g) conduct evacuation of buildings or areas when ordered by Head of Council;

(h) arrange for maintenance of law and order in temporary facilities, e.g., evacuation centres;

(i) protect property in the emergency area;

(j) arrange for additional "police assistance", if required;

(k) advise the Coroner in the event of fatalities and perform whatever additional responsibilities may be necessary under the Coroners Act.

17. Senior Fire Official. Upon learning of a potential emergency, the senior fire official or alternate should consider the need for possible activation of the emergency plan, and, if warranted, he should trigger the emergency alert system described at Appendix 1. Thereupon he should report to the Opscentre to sit as a member of the MCG and perform the following additional functions and responsibilities:

(a) provide Head of Council with information and advice on firefighting matters;

(b) develop and maintain a system for alerting MCG members in an emergency;

(c) if appropriate, appoint an "on-site coordinator" to control operations at the scene of an emergency;

(d) inform the Mutual Aid fire coordinator and trigger mutual aid arrangements for the provision of additional firefighting manpower and equipment if needed;

(e) determine if additional or special equipment is needed and recommend possible sources of supply, e.g., breathing apparatus, protective clothing, etc; and

(f) provide assistance to other municipal departments and agencies and be prepared to take charge or contribute to non-firefighting operations if necessary, e.g., rescue, first aid, casualty collection, etc.

18. Senior Engineering/Public Works Official. Upon learning of a potential emergency, the senior engineering official or alternate should consider the need for the possible activation of the emergency plan and, if warranted, he should trigger the emergency alert system as described at Appendix 1. Thereupon he should report to the Opscentre to act as a member of the MCG and to perform the following additional functions and responsibilities:

(a) provide Head of Council with information and advice on engineering matters;

(b) if appropriate, appoint an "on-site coordinator" to control operations at the scene of an emergency;

(c) maintain liaison with flood control, conservation and environmental agencies and be prepared to conduct relief or preventative operations;

(d) provide engineer materials, supplies and equipment and if not otherwise available, make arrangements for sources of supply from neighbouring municipalities, private contractors, etc.;

(e) assist traffic control, evacuations, etc., by clearing emergency routes, marking obstacles, providing road signs, etc.;

(f) maintain liaison with private utility companies (hydro, gas, telephone, etc.) and make recommendations for discontinuation of any utility, public or private, where necessary in the interest of public safety;

(g) make recommendations and demolish unsafe structures if ordered by Head of Council; and

(h) re-establish essential services at the conclusion of an emergency.

19. Health Representative. Upon learning of a potential emergency, the senior official responsible for health matters should consider the need for possible activation of the emergency plan and, if warranted, trigger the emergency alert system at Appendix 1. Thereupon he should report to the Opscentre to act as a member of the MCG and either perform the following functions, or report the situation to a competent medical authority who would then take such appropriate action, in conjunction with the MCG, as the situation warrants:

(a) Public Health matters are normally the responsibility of the Medical Officer of Health who will normally take charge in such situations and;

(1) provide advice on public health matters to the MCG;

(2) arrange for dissemination of special instructions to the population on matters concerning public health;

(3) arrange for mass immunization where needed;

(4) arrange for testing of water supplies and, when warranted, make recommendations for arranging alternate supplies;

(5) notifying other agencies and senior levels of government about health related matters.

(b) Mass Casualties. Arrangements for coping with mass casualties are made jointly by the hospital(s) and ambulance service which serve the local area. Such arrangements will normally have been worked out beforehand to provide for the following activities:

(1) bringing casualties to a central point for triage and, afterwards, arranging a balanced distribution of casualties to hospitals, and;

(2) provision of first aid for minor casualties who would not require transportation to a hospital.

20. Social Services Representative A member appointed to fulfill social service functions will perform the following responsibilities and duties:

(a) provide advice to Head of Council and other members of the MCG;

(b) according to the nature of the emergency, implement appropriate aspects of a social service plan (these should have been developed beforehand) to provide for:

(1) reception centres which will provide accommodation, feeding, and other emergency welfare services for those who will have had to be evacuated for any reason;

(2) distribution of clothing and other essentials to evacuees;

(3) operation of a Reception and Inquiry system to deal with inquiries from concerned friends and relatives from within and outside the community, and

(4) emergency purchases of food, supplies, etc., that cannot be obtained in any other way.

APPENDIX "1" TO
SCHEDULE "A" TO
BY-LAW NO.

MUNICIPALITY OF .....

EMERGENCY PLAN

ALERT PROCEDURE

1. On receipt of an official message from an authorized member of the Municipal Control Group (identified by asterisk* hereunder) the . . . . . Fire Department will implement the procedure by telephoning members in the order stated:

FIRE DEPARTMENT HEADQUARTERS
(Telephone No.:)

Appointment	Incumbent	Telephone Business	Telephone Residence
a. Head of Council*			
Alternate			
b. Fire Chief*			
Alternate			
c. Police Chief*			
Alternate			
d. Engineering Official*			
Alternate			
e. Administrative Official*			
Alternate			
f. Health Official*			
Alternate			
g. Social Services Official			
Alternate			

NOTES:
1. Members will be called in the order shown.
2. Alternates will be called only if the primary member cannot be contacted.
3. Members and alternates are asked to notify the Fire Department of a change in their telephone numbers.

APPENDIX "2" TO
SCHEDULE "A" TO
BY-LAW NO.

MUNICIPALITY OF .....

EMERGENCY PLAN

REQUEST FOR PROVINCIAL/FEDERAL ASSISTANCE

1. If locally available resources, including those which might be available from bordering municipalities and/or County sources, are insufficient to meet emergency requirements, then assistance may be requested from the Province. Such requests should normally be directed through area/region/district offices of the Provincial ministry/agency who normally provide services in the local area. These are:

PROVINCIAL MINISTRY/AGENCY*	TELEPHONE
a) O.P.P.	
b) Environment	
c) Natural Resources	
d) Transportation/Communications	
e) Community/Social Services	
f) Municipal Affairs/Housing	
g) Medical Officer of Health	

*Ministry/Agency offices have responsibility for informing their headquarters and for arranging types and levels of assistance beyond local capabilities.

2. Alternatively, and especially in the case of severe or wide-spread emergencies, municipalities may wish to alert the Provincial government and obtain assistance by telephoning the local OPP Detachment or by calling directly to the Duty Officer at OPP General Headquarters in Toronto, telephone number (416) 965-5751. The OPP Duty Officer will thereafter assume responsibility for notifying the appropriate ministry(s) and, depending

upon the nature of the emergency, a lead ministry may be appointed to coordinate the provision of assistance by all provincial government ministries.

3. The same procedure should be followed if assistance is required from the Federal government, including assistance from the Canadian Armed Forces.

4. The Coordinator of Emergency Planning for Ontario, under the direction of the Solicitor General, is responsible for monitoring, coordinating and assisting in the formulation and implementation of emergency plans made by provincial government bodies and for ensuring that such plans are coordinated insofar as possible with emergency plans of municipalities and the Government of Canada. He can be contacted directly by telephone (416) 965-6932 or 965-6708 for routine enquiries or, in an emergency, through the Duty Officer at OPP General Headquarters (416) 965-5751.

APPENDIX "3" TO
SCHEDULE "A" TO
BY-LAW NO.

MUNICIPALITY OF .....
EMERGENCY PLAN
VITAL SERVICES DIRECTORY*

AIRPORTS

AIRPORT	Bus.
	Res.

AIR SERVICES

ONE AIR SERVICE	Bus.
MANAGER	Res.
ANOTHER AIR SERVICE	Bus.
MANAGER	Res.

AMBULANCES

ONE AMBULANCE SERVICE	Bus.
ANOTHER AMBULANCE SERVICE	Bus.

AUXILIARY LIGHTING

BOISE CASCADE

BOATS

BUS SERVICES

CATERERS

CHEMICALS

CHILDRENS AID SOCIETY

CHURCHES

CORONER

CNR

CPR

DIVERS & DIVING EQUIPMENT

DOCTORS

* Note: Private firms and public agencies should be listed by their business names. The names of senior officials and their business and residence phone numbers should also be listed for ease of reference in an emergency.

ELECTED OFFICIALS

MUNICIPAL
PROVINCIAL
FEDERAL

FIRE DEPARTMENTS

FOOD SUPPLIERS

FUEL DEALERS

FUNERAL HOMES

HEAVY EQUIPMENT

HELICOPTER SERVICES

HEALTH SERVICES

HOSPITALS

HYDRO

METEOROLOGICAL OFFICE (WEATHER)

NEWSPAPERS

PHARMACIES

RADIO CLUBS

RADIO STATIONS

RED CROSS

SALVATION ARMY

ST. JOHN AMBULANCE

SCHOOL BOARDS

TAXI COMPANIES

TELEPHONE COMPANIES

TOWING COMPANIES

TRANS CANADA PIPELINES

TV STATIONS

UTILITY COMPANIES

VOLUNTEER AGENCIES

WELDING SERVICES

APPENDIX "4" TO
SCHEDULE "A" TO
BY-LAW NO.

QUICK GUIDE

EMERGENCY	CONTACT
- Involving death or injury	- police, fire and ambulance service, coroner
- Involving fire	- fire department, police, ambulance
- Involving floods	- conservation authority, M.N.R., City Engineer
- Requiring the evacuation of people	- police, O.P.P., ambulance
- Involving or requiring the disposal of explosives	- police, O.P.P., fire department, ambulance
- Involving goods regulated under the Transportation of Dangerous Goods Act	- police, fire department, ambulance, CANUTEC Call Collect 1-613-996-6666 (24 hrs)
- Involving a discharge of large amounts of contaminants to the atmosphere	- Local Health unit, MOL, MOE
- Involving a discharge of pollutants from ships	- Canadian Coast Guard
- Involving pesticides	- MOE District office
- Involving spills of contaminants to the environment	- MOE District office
- Involving rail accidents	- CNR AND CPR servocentres police and fire departments

...2

- Involving civilian aircraft crash	- Toronto Flight Information Region 1-416-676-4593/4509 - police, fire department - Ambulance - Hospital and health units - Coroner
- Involving chemical transport accidents	- CANUTEC 1-613-996-6666 (call collect) - police, fire department
- Involving military aircraft crash	- Rescue Coordination Centre, CFB Trenton 1-613-392-3511, Loc. 3871 1-613-392-2811, Loc. 3870/3875

APPENDIX "5" TO
SCHEDULE "A" TO
BY-LAW NO.

MUNICIPALITY OF.....

EMERGENCY PLAN

DISTRIBUTION LIST

List here all those who will receive copies of the plan and the number of copies they will receive.

Name/Appointment	Number of Copies
Head of Council	1
Fire Department	2
Police Department	2
Administrative Office	7
Members of Support Group	1 each
Coordinator of Emergency Planning for Ontario	1
etc.	

SECTION 9

MUNICIPAL SYSTEMS

STANDING OPERATING PROCEDURES (SOPs)

GENERAL

9.1 Standing Operating Procedures (SOPs) are drills for the performance of the routine actions of all operational elements.

9.2 The purpose of SOPs is to facilitate the transition into an operational posture, to ensure the performance of routine functions with minimum supervision and to thereby permit the greatest concentration of effort on non-routine matters without disrupting the system.

9.3 SOPs should be entirely compatible with the municipal emergency system and the functional aspects of all its parts such as plans, operational responsibilities and facilities. The establishment of SOPs should therefore follow the establishment of the system and its parts.

CHARACTERISTICS

9.4 SOPs should be simple: if they become complicated it can be assumed that the subject to which they are being applied is not amenable to routine handling.

9.5 SOPs should not be too comprehensive. Successful functioning in emergencies will call for flexibility and flexibility will be inhibited by SOPs extended too far.

9.6 SOPs when triggered should require no further orders to become operative.

9.7 SOPs should permit easy familiarity by their simplicity and be practised to increase this familiarity.

9.8 SOPs should be as widespread as possible, to apply wherever routine action exists.

EXAMPLES

9.9 An SOP for warning and assembling Opscentre/InfoCentre staffs.

9.10 An SOP for assembling an emergency organization such as a search and rescue group.

9.11 An SOP for handling incoming messages in an Opscentre.

9.12 An SOP for directing public enquiries to the Infocentre.

9.13 An SOP for requesting specialized extra-municipal assistance.

9.14 An SOP for an individual to guide his initial actions.

SECTION 10

MUNICIPAL SYSTEMS

OPERATIONS

RELATIONSHIP BETWEEN PLANS AND OPERATIONS

10.1 Operations comprise the actions and activity which actually occur in coping with an emergency. Obviously it is operations which count in the event - and in history.

10.2 Plans and preparations are the methodical arrangements rationally reached in making ready for emergency operations. They will ease and possibly speed up the process of responding to an emergency. However, no amount of pre-planning or preparing will ever replace the need for the logical thought and clear directions that will be necessary to translate plans into appropriate actions. Inflexible plans, thoughtlessly applied will probably aggravate not relieve a situation.

10.3 Plans must neither lead to nor result in slavish application of pre-determined or theoretical solutions to real situations. More realistically, emergency plans are useful as a guide for responding to situations and problems during the first few critical hours of an emergency when little may be known. The real purpose of emergency planning is to carry one through the first, difficult phase of emergency response until normal relationships and normal procedures are re-established.

10.4 The relationship between plans and operations is close and interdependent. Hence the requirement for a similar relationship between planners and operators. Ideally, planners and operators should form one coherent team; in practice every means should be exploited to come as close to the ideal as the multiple commitments of the more senior actors permit.

RECOGNITION, IDENTIFICATION AND WARNING

10.5 Recognition, identification and warning of emergencies actual or apprehended is discussed in Section 7.

10.6 There are few municipalities without at least access to agencies with full-time responsibilities: police, fire and ambulance services being the best examples of a more widespread list. Around these agencies may be built an SOP which will trigger the planned municipal response. An example is Section 8, Annex C, Appendix 1.

IMMEDIATE ACTION

10.7 Immediate action will almost always involve the police, fire and ambulance services early and their communications will initiate the first elements of support: i.e., other police forces, experts in particular hazards, hospitals, etc.

10.8 Other forms of immediate action can be expected to follow: access to the scene will be controlled and interference minimized; the adjoining area may be cleared; preventive action may be taken vis a vis threatened property; casualty collection and evacuation procedures will be activated; a site command post will go into action and, even if only in the form of controlling the first media representatives to arrive on the scene, so will an Infocentre go into action.

10.9 Concurrent with this immediate action will be the beginnings of extended recognition, identification and warning. Municipal officials, Provincial regional representatives, private sector specialists will start making and forwarding their assessments vertically and laterally.

10.10 SOPs can apply to immediate action so that a central theme of action can be assumed, but these early procedures should be realistically flexible.

ACTIVATION OF OPERATIONS CENTRE/INFORMATION CENTRE

10.11 As the likelihood of a real emergency grows the rule of thumb regarding the activation of Opscentres/Infocentres should be sooner rather than later. An activated facility can soon be de-activated; personnel called out can easily be released.

10.12 Perhaps simultaneous with the deployment or establishment of a more developed on-site command post will be the activation of the MCG at a predetermined site. There is everything to be gained by the earliest joint

examination of information, consultation, formulation of policy and decision, issuance of direction, communication with the public and promise of support.

10.13 Very soon after the activation of the emergency plan Head of Council can act to supplement local efforts and continue the process of warning and recommend the activation if necessary, of other levels of Municipal and Provincial Opscentres/Infocentres.

10.14 Coincident with the activation of Opscentres may be the measures to strictly control access to them.

ACTIVATION OF PLANS

10.15 SOPs may require that some actions and elements of the plan be activated by the initial warning, others be reserved for orders from the MCG and others on a sequential basis. From activation, however, the control structures should fit action to the situation and exploit all its resources, including plans and preparations, under full control.

10.16 From the beginning and in most activities it will soon become apparent which portions of the plan are applicable, which require modification and which are inapplicable. Where change is required the planning process begins again, now under pressure. Local initiative will come into play. Hopefully the basic plan will prove structurally sound and supportive in its familiarity. It is an essential function of the control structure to regulate change, modification and initiative and to make them rapidly and universally known.

10.17 As operations proceed they will continue to be governed by plans, but now by plans of immediate currency and recognizable viability. A reliable measure of the degree to which an emergency is being brought under control is the extent to which longer range plans can be made and put into effect. A good Opscentre in operation will amalgamate the execution of existing plans; short-term planning to meet rapidly developing aspects and longer-term planning to get ahead of the situation in any way possible.

THE OPSCENTRE IN OPERATIONS

10.18 Whatever its physical conformation it is mandatory that the Opscentre incorporate every available means of receiving, recording and transmitting information quickly and accurately. No effort to improve capability in this respect will be wasted.

10.19 Where possible and practicable, computer resources should be used within the Opscentre.

10.20 The information flow must be kept under control. Technicians should be available full-time. At the next level, shifts of operations duty officer(s) should log all information incoming and out-going, to guarantee no messages are lost or not acted upon. These same duty officer(s) should ensure that incoming information is passed systematically and appropriately for action; that action is recorded in logs or on visual displays; that delayed action is questioned; in fact, insofar as they can see from their vantage point astride the information flow, that situation and operational reaction coincide.

10.21 While duty officers must be alert and competent, the pressure of their duties will preclude them, unless they temporarily have no alternative, from acting on the information they control. That is the responsibility of the designated operations officer or officers in the Opscentre, who, with the advice of the specialists available to them, make decisions and give direction or request decision and direction from their superiors.

10.22 Above the duty and operations officers and located if possible in accommodation allowing uninterrupted discussion, thought, rational decision-making and preparation of direction is the MCG, comprising the head of council with his principal advisers. It is this element which makes the major decisions, frames governing direction, ensures ultimate coordination and provides moral and material support throughout. It is also this element which should decide on the best general forecast, initiate planning to meet it, and in every way possible get ahead of events.

10.23 Serious emergencies more often than not are of some duration and comprise peaks and valleys of crisis and interlude. Operations are extremely strenuous and demanding of physical and mental resources. Exhausted personnel will be unable to comprehend clearly, think rationally or decide wisely among options. From the beginning reliefs must be arranged, all concerned must be rested as regularly as possible and convenient

facilities for rest must be organized for those individuals who must be available at any time at short notice.

10.24 Arrangements should be made to completely control access to the Opscentre.

10.25 Administrative arrangements should be appropriate to full-time operation, should allow for a measure of comfort, should facilitate an orderly atmosphere and should be unobtrusive.

MCG IN OPERATIONS

10.26 A MCG has the obligation to keep operations under firm control and this function can best be performed from the Opscentre. On the other hand the moral requirements of leadership require the visible and personal manifestation of concern, compassion, encouragment, example and, if necessary, compulsion. These contradictory demands on senior officials can be made to coincide by a number of means including:

(a) visits, preferably in lulls between crises;

(b) good communications between the moving officials and the Opscentre;

(c) the conscientious and immediate briefing of the Opscentre by senior officials following visits;

(d) periodic announcements through the media by the Head of Council in person; and

(e) the controlled availability of the Head of Council to representatives of the media and public at the Opscentre or Infocentre.

THE INFOCENTRE IN OPERATIONS

10.27 The purpose and function of the Infocentre adjacent to the Opscentre is:

(a) to permit the immediate transmission of operational information, direction and instruction to the public directly affected;

(b) to allow the Head of Council and senior officials to express their leadership to the maximum number of people affected in the most direct way that circumstances and facilities allow;

(c) to ensure that information given the public is authorized and validated by the command element through the Opscentre;

(d) to ensure that the same authorized information is given the public at all Infocentres as closely as possible to simultaneously;

(e) to prevent interference in the Opscentre;

(f) to facilitate news-gathering by the media;

(g) to provide a full-time facility for answering queries by the public.

10.29 To accomplish this purpose and function Infocentres require:

(a) the most complete means possible for communicating with

(1) their associated Opscentre,

(2) the affected public,

(3) the chain of Infocentres,

(4) the media, and

(5) individual members of the public;

(b) full-time manning, to include

(1) a qualified information officer in charge,

(2) a duty officer controlling and recording the flow of information,

(3) technicians as required to maintain the means of communication,

(4) staff assistance,

(5) an answering service,

(6) an administrative element, and a

(7) security element; and

(c) facilities for

(1) the types of media involved,

(2) handling the numbers expected, and

(3) providing basic amenities for personnel on duty.

FIELD ELEMENTS IN OPERATIONS

10.29 The first rule for field elements in action is to use their training and initiative to deal with their designated part of the action or assist in other parts as the situation demands - but never to do so in such a way as to destroy or jeopardize the ability of senior officials and staff to maintain control.

10.30 Coordination is not merely a function of senior officials and their staff but of all elements conscious of maintaining concerted action to achieve maximum effect. The key is to work to the plan as long as it is appropriate; to request authority for modification if required and time permits; to act if urgency demands but to keep all other elements informed as quickly as possible after the event; to pass all pertinent information and local assessment to the Opscentre expeditiously, with recommendations for immediate or forecast action.

10.31 Field elements should permit no part of their resources to remain idle without informing the Opscentre that they are available.

10.32 Field elements should husband their resources for crises and the long haul, informing the Opscentre as early as possible if essential elements require reinforcement, replacement, modification or maintenance.

10.33 All field elements, and in particular volunteer elements, should shape their efforts and procedures to conform to the pattern expected by senior officials and staff.

SECTION 11

MUNICIPAL SYSTEMS

EVACUATION PLANNING

GENERAL

11.1 At the preliminary planning stage discussed at Section 6, it should become clear whether evacuation planning will be necessary in a given municipal area. Evacuation is not a panacea for all emergencies; indeed, in some situations neither time nor circumstance will permit preventive evacuation on any scale, i.e, major snow storms, earthquakes, tornadoes, etc.

11.2 Evacuation plans, when drawn up, should envisage both minor, local evacuations from a relatively small area such as in the event of a major fire or leaking gas incident, and major evacuations that would be appropriate in the face of severe flooding, a major chemical spill, etc. Also, plans should be made relatively flexible to allow for quick execution in the face of a sudden emergency or a more relaxed situation as in the case of an annual flood situation, etc., that can be forecast.

11.3 Planning should address two separate categories of population. This "population at risk" are those that have to be moved; the "host population" are those who will receive and care for evacuees on either an individual or mass scale.

11.4 As in any other type of planning there is no set or standard solution that will cater to all situations. Geographic, climatic, sociological, and economic factors must all be examined, deductions drawn and conclusions reached as has been recommended at Paragraph 6.14. From these, certain options or courses open should emerge that, upon consideration, should lead to development of an outline plan.

PLANNING FOR THE POPULATION AT RISK

11.5 All evacuation planning must focus first and always on the population at risk. Who are they, where are they, what are they liable to be doing, how will they react to the threat and the need for evacuation, or whether they will react at all? Answers to these questions will always result in several possibilities, e.g., the day of the week and the time of day will determine whether families will be at

home, at school, at work or a combination of all these. Some resident will evacuate spontaneously, others will not leave under any circumstances. Some will provide their own means of transportation, others will need public transit or will have special transportation needs i.e., invalids at home, hospitalized, institutionalized, etc. The first problem in evacuation planning therefore is to know as much about the population as possible. Computerization or other means of coping with large amounts of detailed information could be necessary in larger communities. In smaller communities it will probably suffice to have information displayed on maps and charts showing sectors for residential, business, and industrial areas, schools, hospitals, institutions, etc., and the probable numbers in each. An estimate should be made also for each sector to determine transportation needs; this too should be reflected on charts, maps, etc.

11.6 Schools, hospitals, and institutions of all types should each have separate emergency evacuation plans that can easily be melded into an overall community plan. In other words, each such institution should have plans for assembling their population in a central area ready for pick-up by mass transportation resources or by special vehicles, e.g. ambulances, etc. Families must be encouraged to place their trust in institutional planning to forestall them arriving independently at an institution for the purpose of evacuating family members.

11.7 Together with the need to know all there is to know about the population at risk, there is also a need to know how you will communicate with them. In most instances the availability of the electronic media will determine the primary solution to this problem. In rural areas or in communities without immediate access to the electronic media, emphasis will have to be placed on alternate means of communication, e.g., sirens, mobile public address systems, telephone fan-out systems, door to door visits, etc. In all such arrangements, two requirements must be met - a need to deliver a warning that evacuation is impending and a need to tell the population at risk how and when to react.

11.8 Good pre-planning will both speed-up and smooth the evacuation process. Care should be taken in selecting assembly areas for mass transit evacuees, routes, traffic control points (possible choke points must be identified and a positive means of clearing blockages must be at hand) and finally, alternate assembly

areas and routes should be selected to provide flexibility and to take into consideration the possibility that the emergency will deny use of primary arrangements.

11.9 Transportation resources should be assessed long in advance of an emergency and should be recorded in an inventory of vital resources by quantity and type. Equally important is the need to record how access to them can be arranged and an estimate as to how long it will take to arrange drivers, etc.

11.10 Finally, in any plan there is need for a control organization that will ensure the plan is carried out in the manner intended and to react to unforeseen problems and circumstances. Uppermost in these arrangements are the need for mobility and a good, flexible system of communications connecting all elements of an evacuation control organization. Radio is the only practicable solution in this case.

RECEPTION PLANNING

11.11 Arrangements for reception of evacuees can be at least as complex as plans for their evacuation. One method of reducing the difficulty of these arrangements is to work in concert with other municipalities on a reciprocal basis. For example, municipality X will develop plans for receiving evacuees from municipality Y and vice versa. The advantage in this arrangement is that no single community would have the problem of "evacuating" and "receiving" at the same time.

11.12 The start point for reception planning is no different from the movement plan; it begins with the need to develop a detailed knowledge of the population at risk. No body of knowledge will ever be 100% certain, therefore the magnitude of certain problem areas may have to be estimated, as follows:

(a) the total size of the population to be evacuated;

(b) the numbers requiring "official" accommodation as opposed to the numbers that will fend for themselves;

(c) the numbers requiring special care arrangements i.e., hospitalized or institutionalized population;

(d) the degree of notice that can be expected before evacuees will begin to arrive; and

(e) the probable means of transportation and primary evacuation routes.

11.13 The numbers or results from the estimation or appreciation process will suggest various factors that will have to be examined in greater detail, leading to certain deductions and conclusions as for any other planning problem. For example, consideration of the numbers to be evacuated (a factor) should lead to an evaluation of reception arrangements. Small numbers, probably, could be accommodated within public facilities such as schools, arenas, church halls, etc. Larger numbers exceeding the total capacity of public facilities would result in a much more complex operation entailing private homes, shopping centres and other private facilities in addition to the public resources. From this deduction it is possible to extrapolate a need for a larger and more complex reception and coordinating effort involving public, private and possibly volunteer agencies as well. Other deductions could lead to conclusions about the need for organization, mobilization of volunteer assistance, training, funding authority, publicity campaigns, etc.

11.14 Reception centres, depending upon anticipated lengths of stay, demand certain types of facilities the more common of which are sleeping, feeding and ablution facilities. Other considerations include recreation facilities, especially for children over extended durations, and communication arrangements for contacting friends, relatives, etc. All public and private facilities should be carefully surveyed and a decision made as to the numbers that can be conveniently and comfortably accommodated for short (hours) and long (days) periods. Overcrowding, especially for long periods, should be avoided. In many cases it will be the availability of ablution and feeding facilities and not space alone that will determine the numbers which can be accommodated in certain facilities for longer terms.

11.15 Reception arrangements should include a formal "Registration and Inquiry" organization that will undertake the difficult and time consuming task of receiving evacuees, assigning space, recording names and information, searching for and marrying-up families members who had been become separated, answering queries from concerned relatives outside of the emergency area and other similar functions. This organization requires good planning, considerable resources and patience and, perhaps, training. Assignment of this responsibility to a major volunteer agency such as the Red Cross should be considered carefully.

11.16 Traffic control in a reception municipality will be less difficult but a necessity nonetheless. A principal point to remember is that evacuees will be arriving in a strange community, upset and in a confused state of mind and possibly concerned for the safety and well being of other family members. An efficient system should be devised to direct them (traffic control), reassure and inform them (reception and inquiry) and care for them (accommodation).

11.17 Special problems that should be assessed independently and be addressed as potential factors will be the need for "special care" and "pet handling" facilities. Residents of institutions needing special care should be handled separately, if possible, through reciprocal arrangements between facilities offering similar special care, i.e., hospital to hospital or between homes for the aged, etc. If reciprocal arrangements are not possible, the next best arrangement is to concentrate special care residents within a single facility to ease the burden on medical, nursing, pharmacological and other health services.

11.18 Livestock and pet handling problems can not be dismissed. Practical and humane solutions must be found, employing all facilities (stockyards, fairgrounds, other farms) and human resources (pet industry, animal humane officials, practicing or retired farmers, etc) that are available in a reception community. Depending upon the situation, it may simply be a case of delivering feed and sustaining care to animals as opposed to their evacuation from threatened areas.

11.19 Finally, the importance of having a mobile organization capable of using a dependable and flexible communications systems cannot be over-emphasized. Again, radio communications are the only practicable solution to this requirement.

PUBLIC RELATIONS

11.20 Like all other arrangements which are dependent upon public acceptance and cooperation for their success, a thoughtful and well directed publicity campaign will pay rich dividends. Such campaigns should be conducted before the fact. Studies have proven that the public's ability to endure, cope and respond to emergencies in a positive manner are directly related to how well they have been prepared for this eventuality. The public are more apt to share

facilities and even their homes if they have been alerted to the possibility of a problem beforehand. In large scale evacuations, volunteerism in all its many forms will be essential.

11.21 Volunteer organizations like the Red Cross and Salvation Army and service clubs like the Legion, Kinsmen, Rotary etc, should be looked upon as primary resources for undertaking reception arrangements. Plans should take advantage of these ready-made organizational structures and resources by assigning to them complete responsibility and authority for carrying out certain aspects of reception arrangements. For example, as suggested above, the Red Cross could be made responsible for setting up and operating a Registration and Inquiry organization, service clubs could undertake responsibility for setting up and operating accommodation and feeding facilities while others such as the Salvation Army assume responsibility for recruiting and organizing home care services, etc. In this way planning and operating responsibilities are shared among all branches of society and the resulting arrangements become identified as community undertakings and achievements as opposed to official business.

SECTION 12

MUNICIPAL SYSTEMS

EDUCATION, TRAINING AND EXERCISES

EDUCATION

12.1 The aim of education in emergency preparedness should be to achieve and maintain by a deliberate process an appropriate level of awareness, interest and participation throughout the community.

12.2 With its clear responsibility in operations and the advantages of its involvement in planning, the more Council thinks, knows and says about the subject the better. Apart from its direct role, the committee of Council, through regular briefings, can ensure that Head of Council and Council as a whole are kept fully informed.

12.3 The committee itself should be interested, individually and collectively, in more specific education in the subject. In this respect, the courses offered by the Federal Study Centre at Arnprior, Ontario are highly recommended and can be identified through the Coordinator, Emergency Planning for Ontario (see Paragraph 1.13 above.

12.4 Moreover, Council or a committee of Council may wish, also, to avail itself of the courses available from the Federal Study Centre for training and educating department heads and other appointed officials who have emergency planning and preparedness responsibilities. Again, the office of the Coordinator, Emergency Planning for Ontario should be consulted for course information and application forms.

12.5 With Head of Council, Council and leading municipal officials giving the lead, it is important to institute and carry on a continuing program of public education. The nature, tempo and content of the program should be carefully considered and balanced to put forward the position of Council vis a vis the scenarios, planning and preparations it has in hand, its relationship with the public as foreseen in emergencies, and the part it expects the public to play under hypothetical conditions. There is no question that this type of education, properly presented, can become a major factor in producing the calm, orderly and rational public reaction to an emergency so essential to an effective response.

12.6 Conferences can be useful auxiliary educational vehicles to bring Council, officials and the public together from time to time to discuss emergency preparedness in a structured atmosphere. They need not be elaborate or costly.

TRAINING

12.7 If it is approached seriously by all concerned the best initial and subsequent practical training for those directly involved is their active participation in the process described above in Sections 2,4,6,8,9 and 11 of this Guide.

12.8 The process will very early establish the general and particular requirements for human knowledge and skills and, with the possibility of an emergency always in the immediate future, the committee of Council and emergency planning and operations committee may act energetically to identify shortcomings; seek out existing Federal, Provincial and municipal sources of training, organize or modify their own municipal training; suggest the amplification of Federal, Provincial and private sector sources if reckoned inadequate; and use every means to build up an expanding municipal pool of known, qualified, useful people.

12.9 In many cases the training facilities and curricula in routine use by departments will provide what is required, but special arrangements may be indicated to produce the numbers demanded by full-time operations.

12.10 Applications for specialized Federal courses should be directed to the office at the Coordinator, Emergency Planning for Ontario (see Paragraph 1.13 above). Every Provincial source of training may be sought out through the regional representatives of ministries and fully exploited. Mutual aid arrangements may be explored and expanded between municipalities.

12.11 There are few municipalities unfortunate enough to totally lack citizens capable of passing on to others not only basic but advanced skills. Policemen can train auxiliary policemen; firemen, auxiliary firemen; ambulance personnel, first-aiders; to mention but a few and not to mention the reliefs for all functional positions in full-time operations. This perhaps latent capability may be captured and put to use by municipalities.

12.13 Skills required can be meticulously tabulated particularly at the more specialized end of the scale, but those at the lower end should not be neglected. In

getting a training program under way it may well be that delay can be avoided by starting with the less complicated skills.

12.14 In connecting training with operations it should never be forgotten that the larger the proportion of the population with skills and assigned jobs to do, the smaller the chances of an irrational and panicky public reaction in the event.

EXERCISES

12.15 As organization, planning and procedures develop at every level their practicality may be tested in exercises and, if found wanting, improved.

12.16 Exercises run for the wrong basic reasons, e.g., publicity, before organization, plans, procedures and people are prepared for them, will have negative results, often strongly negative.

12.17 The various components of response may conduct their own modest exercises until they can report themselves ready to take part in larger and more ambitious ones.

12.18 All exercises, but in particular larger ones, should have a carefully selected aim and scope. Free play exercises will seldom be found practical. It is one thing to test organization, plans and procedures and another to test people; people will perform better if they know that they are not being tested. No notice exercises should be avoided until a very advanced state of preparation has been reached; even then the embarrassment which may be caused is seldom worth the advantages.

12.19 Provincial participation in exercises, if it is seen to add useful dimensions, may be possible with ample advance notice to regional ministry representatives or the Emergency Planning Coordinator.

SECTION 13

MUNICIPAL SYSTEMS

THE SMALL MUNICIPALITY

13.1 This Guide is intended for all municipalities in Ontario and has been written according to that intention.

13.2 Categorization as small or large becomes highly subjective vis a vis emergencies and is unnecessary. However, some municipalities are smaller than others and in contemplating or coping with emergencies a perception of smallness tends to emerge; it is at that perception, often not fully justified, that this section is really aimed.

13.3 The primary responsibilities and authority for response to emergencies lies with municipal governments, with each municipal government in Ontario.

13.4 Regardless of the size of the municipality, the initiating incident or the eventual emergency apprehended the initial response where municipal government exists will depend on that local government. While planning for and executing the initial response may involve a very high percentage of small resources the small community does usually possess an inherently greater homogeneity and this should be exploited.

13.5 To meet its perception of smallness (or inability) the prudent municipality will extend its mutual aid agreements and arrangements as widely as possible and will match its size with the promptness cooperating municipalities can expect and agree to calls for assistance.

13.6 The small municipality must show no hesitancy in incorporating into its preparations to the extent they agree the nearest regional representatives of Provincial ministries and, in the event, in calling upon them.

13.7 While the Head of Council and Council of the small municipality will assume responsibility and control initially and retain it but for exceptional circumstances at their pleasure, they may in their planning foresee and make preliminary arrangements for assistance in this regard from other municipalities or the Province.

13.8 As for the attitude of the larger municipalities and the Province (and this should be verified in each case) the normal motivations of good corporate citizenship can be expected to apply. Smaller communities in their planning and operations, however, should take nothing in the way of assistance for granted, thus making it easier for those aiding them to act as quickly and helpfully as possible.

13.9 Having made its preparations for initial response and its arrangements for assistance, the small community should plan for its continued maximum participation throughout the duration of an emergency.

POOR

QUALITY

ORIGINAL